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Message Text

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ACTION IO-13

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FM AMEMBASSY PARIS
TO SECSTATE WASHDC PRIORITY 1384
INFO USMISSION GENEVA
USMISSION USUN

C O N F I D E N T I A L SECTION 01 OF 06 PARIS 09824

NESCO

E.O. 11652: GDS
TAGS: AMGT, AORG, PFOR, UNESCO
SUBJECT: PARM - ANNUAL POLICY AND RESOURCE ASSESSMENT:
PART I

REF: CERP 0001
A. U.S. INTERESTS
U.S. INTERESTS IN UNESCO ARE ROOTED IN
UNESCO'S UTILITY AS AN INSTRUMENT FOR THE
ACHIEVEMENT OF BASIC NATIONAL PURPOSES, SUCH AS
THE COLLECTIVE PURSUIT OF PEACE; RESPECT FOR
BASIC HUMAN RIGHTS; ADVANCEMENT OF KNOWLEDGE;
AND ASSISTANCE TO DEVELOPING NATIONS. WE HAVE
PLEDGED OUR SUPPORT TO, AND OVER THE YEARS
HAVE MADE MAJOR INVESTMENT IN, UNESCO. WE
REMAIN INTERESTED IN SHARING THE BENEFITS OF
MEMBERSHIP, SUCH AS;
(1) THE ENRICHMENT OF OUR OWN KNOWLEDGE AND
EXPERIENCE THROUGH CONTACTS WITH PEOPLE, GROUPS
AND NATIONS WITH WHOM OTHERWISE WE WOULD NOT EASILY
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HAVE DIRECT CONTACTS;
(2) PARTICIPATION IN WORLD-WIDE UNESCO
EDUCATIONAL, SCIENTIFIC AND CULTURAL PROGRAMS
DRAWING UPON U.S. INTELLECTUAL AND TECHNICAL
EXPERTISE, THEREBY OFFERING RECIPIENT
COUNTRIES ACCESS TO WIDE VARIETIES OF AMERICAN
EXPERIENCE AND IDEAS;

Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009

Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009

(3) DEVELOPMENT AND COORDINATION OF CONVENTIONS AND OF STANDARDS FOR INTERNATIONAL COLLABORATION; AND
(4) FINANCIAL RELIEF THROUGH BURDEN SHARING OF DEVELOPMENT ASSISTANCE PROGRAMS AND GREAT HARMONIZATION OF THE -- BILATERAL AND MULTILATERAL -- ASSISTANCE PROGRAM.

B. OVERVIEW

LACK OF A FIRM CONSENSUS AMONG UNESCO MEMBER STATES ON SPECIFIC OBJECTIVES AND, IN ITS ABSENCE, PURSUIT OF PARTISAN ASPIRATIONS BY MEMBER STATES WITH DIFFERENT, OFTEN CONFLICTING INTERESTS HAVE INTRODUCED CONTROVERSY INTO PROGRAM DISCUSSIONS, HAVE AT TIMES THREATENED TO ALIENATE UNESCO FROM ITS MANDATE, HAVE COMPLICATED THE ACHIEVEMENT OF OUR PURPOSES AND HAVE ENCOURAGED TENDENCIES TO DISSIPATE ACTIVITIES AND RESOURCES. OUR EFFORTS AND THOSE OF THE OTHER WESTERN DEMOCRACIES TO ENSURE CONSISTENCY, FOCUS AND COHESION HAVE BEEN ONLY PARTLY SUCCESSFUL.

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PAGE 01 PARIS 09824 02 OF 06 041623Z
ACTION IO-13

INFO OCT-01 EUR-12 ISO-00 SS-15 SP-02 PER-01 SIG-01
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C O N F I D E N T I A L SECTION 02 OF 06 PARIS 09824

UNESCO

U.S. RESOURCES DURING THE LAST TWO YEARS WERE NEARLY EXHAUSTED IN WORKING TOWARD

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SOLUTIONS FOR THE ANTI-ISRAELI MEASURES
ADOPTED BY THE GENERAL CONFERENCE IN 1974, WHICH
LED TO CUT-OFF OF U.S. CONTRIBUTION TO UNESCO, AND TO
COUNTERING A THREAT TO FREE FLOW OF INFORMATION
ARISING FROM THE ADOPTION BY A GROUP OF GOVERN-
MENT EXPERTS OF A DRAFT DECLARATION ON THE USES
OF THE MASS MEDIA. AT THE 19TH GENERAL CONFERENCE
LAST OCTOBER-NOVEMBER, THE MAJORITY OF MEMBER
STATES AND THE DIRECTOR-GENERAL EVIDENCED THAT
THEY BELIEVE IT ESSENTIAL FOR THE UNITED STATES
TO CONTINUE ITS ACTIVE MEMBERSHIP BY
MOBILIZING AND MANAGING SUPPORT FOR US
POSITIONS. AT THE 1976 GENERAL CONFERENCE,
ISRAEL WON ADMISSION TO THE EUROPEAN REGION,
AND THE DRAFT DECLARATIONS ON THE MASS MEDIA,
AND ON RACE AND RACIAL PREJUDICE, WERE PUT
OFF UNTIL THE 20TH GENERAL CONFERENCE IN 1978.
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LAST DECEMBER, THE PRESIDENT CERTIFIED
THAT CONCRETE STEPS TAKEN BY THE UNESCO GENERAL
CONFERENCE MERITED THE FULL RESUMPTION OF US
CONTRIBUTIONS AMOUNTING TO $97.4 MILLION FOR
LAST AND CURRENT BIENNIUM.

FAILURE OF THE CONGRESS THUS FAR TO
"MARK UP" FULL PAYMENT OF ARREARAGES AMOUNTING
TO $69 MILLION, HOWEVER, CONTINUES TO ERODE
US INFLUENCE AND EFFECTIVENESS IN UNESCO.
FULL U.S. INFLUENCE AND OPPORTUNITY WILL NOT
BE ACHIEVED UNTIL THE FUNDING ISSUE IS RESOLVED.

C. OBJECTIVES, COURSES OF ACTION,
AND ISSUES

U.S. OBJECTIVES:

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ACTION IO-13

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TO SECSTATE WASHDC PRIORITY 1386
INFO USMISSION GENEVA
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C O N F I D E N T I A L SECTION 03 OF 06 PARIS 09824

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THE PRINCIPAL US OBJECTIVES FOR UNESCO GO
IN THREE INTERRELATED DIRECTIONS.

(1) THE DEVELOPMENT AND SUPPORT OF A PROGRAM
IN UNESCO WHICH IS CONSONANT WITH THE AFORE-
STATED US INTERESTS;

(2) THE EFFICIENT ORGANIZATION AND MANAGEMENT OF
UNESCO'S RESOURCES IN THE ACCOMPLISHMENT OF ITS OB-
JECTIVES;

(3) THE EFFECTIVE PARTICIPATION OF THE US, AT ALL LEVELS,
TO FULFILL PROGRAM AND MANAGEMENT OBJECTIVES.

OF THE THREE ABOVE CATEGORIES, US OBJECTIVES FOR PROGRAM
ARE THE MOST IMPORTANT. THEY DETERMINE THE RAISON D'
ETRE OF US MEMBERSHIP AND ARE AS FOLLOWS:

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(1) TO HAVE UNESCO FOCUS ITS PROGRAM ON PROJECTS SER-
VING THE FOLLOWING PRIORITIES:

(A) CONTRIBUTION OF ITS EXPERTISE AND RESOURCES TO
NATIONAL AND REGIONAL PROGRAMS FOR DEVELOPMENT ASSISTANCE
TO THE DEVELOPING COUNTRIES;

(B) STUDY AND TREATMENT OF MAJOR AND CRITICAL WORLDWIDE
PROBLEMS SUCH AS ILLITERACY, POPULATION GROWTH,
ENVIRONMENT PROTECTION, SHRINKAGE OF NATURAL RESOURCES,

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Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009

BARRIERS TO COMMUNICATION, AS WELL AS THE MOBILIZATION, ON AN INTERNATIONAL SCALE, OF RESOURCES OF MEMBER STATES ON BEHALF OF A COOPERATIVE APPROACH TO THEIR SOLUTION;

(C) MAINTENANCE OF AN INTERNATIONAL FORUM AND CLEARING HOUSE FOR THE FREE EXCHANGE OF IDEAS AND INTELLECTUAL COLLABORATION IN THE FIELDS OF EDUCATION, NATURAL SCIENCES, SOCIAL SCIENCES, CULTURE AND COMMUNICATION;

(D) ADVANCEMENT OF WORLDWIDE LEVELS OF EDUCATION, SCIENCE AND CULTURE, ESPECIALLY THROUGH THE SHARING OF METHODOLOGICAL AND TECHNOLOGICAL BREAKTHROUGHS AS A MEANS OF ASSURING THE BENEFITS OF PROGRESS TO ALL MEMBER STATES;

(E) FURTHER UNIVERSAL RESPECT FOR THE RULE OF LAW AND FOR THE HUMAN RIGHTS AND FUNDAMENTAL FREEDOMS;

(F) DEVELOPMENT AND COORDINATION OF CONVENTIONS AND OF STANDARDS FOR INTERNATIONAL COLLABORATION IN UNESCO PROGRAM AREAS.

2. TO HAVE UNESCO REFRAIN FROM ASSUMING OR CONTINUING RESPONSIBILITIES FOR PROBLEMS AND ACTIVITIES WHICH ARE OUTSIDE OR MARGINAL TO ITS MANDATE OR ITS CAPABILITIES, AND TO PREVENT THE ABUSE OF THE PROGRAM, ORGANIZATION
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PAGE 03 PARIS 09824 03 OF 06 041625Z

AND FACILITIES FOR EXTRANEOUS PURPOSES AND ACTIVITIES, SUCH AS:

(A) POLITICAL AND QUASI-POLITICAL ISSUES WHICH FALL WITHIN THE JURISDICTION OF THE UNITED NATIONS;

(B) PROJECTS WHICH FALL PROPERLY WITHIN THE JURISDICTION OF OTHER INTERNATIONAL OR NATIONAL BODIES;

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PAGE 01 PARIS 09824 04 OF 06 041639Z

Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009

Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009

ACTION IO-13

INFO OCT-01 EUR-12 ISO-00 SS-15 SP-02 PER-01 SIG-01
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C O N F I D E N T I A L SECTION 04 OF 06 PARIS 09824

UNESCO

(C) PROJECTS WHICH EXCEED UNESCO ADMINISTRATIVE, TECHNICAL AND FINANCIAL RESOURCES;

(D) PROJECTS WHICH HAVE FAILED TO ATTAIN THE DESIRED OBJECTIVE OR HAVE PRODUCED RESULTS TOO NEGLIGIBLE TO WARRANT FURTHER SUPPORT.

WITH REGARD TO UNESCO'S ORGANIZATION AND MANAGEMENT, US OBJECTIVES ARE:

1. TO HAVE UNESCO COORDINATE ITS ACTIVITIES, NOTABLY WITH RESPECT TO DEVELOPMENT ASSISTANCE, WITH THOSE OF NATIONAL, REGIONAL AND MULTINATIONAL ORGANIZATIONS.

2. TO HAVE UNESCO UTILIZE, AS MUCH AS POSSIBLE, THE RESOURCES OF OTHER INTER-GOVERNMENTAL AND NON-GOVERNMENTAL ORGANIZATIONS.

3. TO HAVE UNESCO INSTITUTE EFFECTIVE INTERNAL CON-
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PAGE 02 PARIS 09824 04 OF 06 041639Z

TROLS AND MODERN MANAGEMENT TECHNIQUES TO TEST CAPABILITY FOR PROGRAM PERFORMANCE.

4. TO HAVE UNESCO ESTABLISH EFFECTIVE PROCEDURES DESIGNED TO ATTRACT AND HOLD QUALIFIED PERSONNEL FOR KEY POSITIONS.

OBJECTIVES WITH REGARD TO US PARTICIPATION ARE:

1. TO ESTABLISH MORE EFFECTIVE MACHINERY FOR PLANNING, BACK-STOPPING AND COORDINATION WITHIN THE US GOVERNMENT,

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Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009

BOTH IN WASHINGTON AND IN THE FIELD.

2. TO BROADEN THE BASE FOR EFFECTIVE US PARTICIPATION IN UNESCO AND TO DEVELOP NON-GOVERNMENTAL RESOURCES FOR US INITIATIVES.

3. TO STRENGTHEN AND BROADEN COORDINATION OF US POSITIONS IN UNESCO WITH OTHER GOVERNMENTS AND WITH INTER-GOVERNMENTAL AND NON-GOVERNMENTAL ORGANIZATIONS.

4. TO MAINTAIN A STRONG US PRESENCE AT ALL APPROPRIATE LEVELS OF INFLUENCE IN UNESCO.

THE COURSES OF ACTION WHICH SHOULD BE PURSUED BY THE US IN SUPPORT OF THE ABOVE OBJECTIVES INCLUDE ACTIONS SUCH AS THE FOLLOWING:

(1) SEEK TO UNDERSTAND, AND WITHIN THE LIMITS OF US FUNDAMENTAL PRINCIPLES AND NATIONAL INTERESTS, ATTEMPT TO MEET THE LEGITIMATE GRIEVANCES AND CORCERNS OF DEVELOPING NATIONS;

(2) WORK WITH LIKE-MINDED NATIONS IN REGULAR CAUCUS ARRANGEMENTS;

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(3) STRIVE TO FIND COMMON GROUND AND A BASIS FOR DIALOGUE RATHER THAN CONFRONTATION WITH NATIONS THAT ARE IDENTIFIED AS OPPOSING US INTERESTS;

(4) OPPOSE, OR TAKE OTHER APPROPRATE ACTIONS AGAINST TECHNICAL MEETINGS THAT MAY BE TWISTED FOR EXTRANEOUS POLITICAL PURPOSES;

(5) ACCEPT NOTION OF REASONABLE PROGRAM BUDGET GROWTH;

(6) SEEK TO REDUCE ADMINISTRATIVE AND OVERHEAD COSTS FOR REGULAR AND EXTRA-BUDGETARY PROGRAMS;

(7) SUPPORT AND ENCOURAGE GROWTH OF EXTRA-BUDGETARY PROGRAMS FOR OPERATIONAL ACTIVITIES, SUCH AS THOSE FUNDED BY UNDP, WORLD BANK, FUNDS-IN-TRUST, UNFPA, ETC.;

(8) SEEK TO PLACE HIGHLY QUALIFIED AMERICANS IN KEY HEADQUARTERS AND FIELD POSTS, SEEK GREATER USE OF US CONSULTANTS, MAINTAIN AND EXPAND THE HIGH NUMBER OF AMERICANS ATTENDING TECHNICAL MEETINGS, ESTABLISH LINKS WITH SELECTED US INSTITUTIONS, HOLD APPROPRIATE MEETINGS IN US AND MAINTAIN AND INCREASE THE NUMBER OF

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Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009

UNESCO FELLOWS TRAINED IN THE US;

(9) SUPPORT EFFORTS INVOLVING A GREATER AND MORE EFFECTIVE PARTICIPATION BY NON-GOVERNMENTAL ORGANIZATIONS

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PAGE 01 PARIS 09824 05 OF 06 041632Z
ACTION IO-13

INFO OCT-01 EUR-12 ISO-00 SS-15 SP-02 PER-01 SIG-01
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TO SECSTATE WASHDC PRIORITY 1388
INFO USMISSION GENEVA
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C O N F I D E N T I A L SECTION 05 OF 06 PARIS 09824

UNESCO

IN UNESCO'S ACTIVITIES;

(10.) SUPPORT RESEARCH ON MEASURES AIMED AT ASSURING HUMAN RIGHTS AND FUNDAMENTAL FREEDOMS, AND ON THE MANIFESTATIONS, CAUSES AND EFFECTS OF THESE VIOLATIONS;

(11) SUPPORT PROGRAMS IN THE DEVELOPMENT AREA, SUCH AS STATUS OF WOMEN, INTEGRATED RURAL DEVELOPMENT, POPULATION, SOCIO-ECONOMIC INDICATORS, PARTICIPATORY DECISION MAKING BY RURAL AND URBAN POOR, TRANSFER OF TECHNOLOGY AND PROVISION OF BASIC SERVICES FOR CRITICAL HUMAN NEEDS;

(12) SUPPORT PROGRAMS IN EDUCATION SUCH AS EQUALITY OF EDUCATIONAL OPPORTUNITY, LIFELONG EDUCATION, VOCATIONAL-TECHNICAL EDUCATION, NON-FORMAL EDUCATION AND TRAINING, MANAGEMENT OF EDUCATION SYSTEMS, AND PHYSICAL EDUCATION;

Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009

Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009

(13) SUPPORT PROGRAMS IN THE NATURAL SCIENCES, SUCH AS
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PAGE 02 PARIS 09824 05 OF 06 041632Z

INTER-RELATIONSHIPS BETWEEN HUMAN ACTIVITIES AND TERRESTRIAL ECOSYSTEMS, WATER RESOURCES, INCLUDING INTER-RELATIONS BETWEEN HUMAN ACTIVITIES AND THE HYDROLOGICAL SYSTEM, AND INTERRELATIONS BETWEEN MAN AND THE OCEAN;

(14) SUPPORT PROGRAMS IN SOCIAL SCIENCES SUCH AS STUDY OF SOCIO-CULTURAL CONDITIONS AND THE APPLICATION OF SOCIAL SCIENCES TO SOLVE SOCIAL AND HUMAN PROBLEMS;

(15) SUPPORT PROGRAMS IN CULTURE SUCH AS PROTECTION OF MANKIND'S CULTURAL HERITAGE AND APPRECIATION OF CULTURAL DIVERSITY AND PLURALISM;

(16) SUPPORT PROGRAMS IN COMMUNICATIONS SUCH AS FREE FLOW OF INFORMATION, INTERNATIONAL EXCHANGES OF PEOPLE AND IDEAS, AND UTILIZATION OF ADVANCED TECHNOLOGY FOR THE DIFFUSION OF INFORMATION;

(17) SUPPORT PROGRAMS IN INFORMATION SYSTEMS AND SERVICES;

(18) SUPPORT PROGRAMS IN STATISTICAL DATA AND ANALYSES;

(19) SEEK TIGHTER MANAGEMENT, CLEARER PRIORITIES, BETTER EVALUATION, AND A MORE EFFICIENT, EFFECTIVE AND MANAGEABLE ORGANIZATION. THESE WOULD INCLUDE MEASURES SUCH AS GREATER CONCENTRATION ON A SMALLER NUMBER OF LARGER UNDERTAKINGS, REDUCE SCATTERATION OF SMALL ACTIVITIES, INCORPORATE EVALUATION AND ASSESSMENT ATTITUDES AND PROCEDURES, SET UP A TIMELY AND SYSTEM-ATIC FLOW OF ASSESSMENT AND MANAGEMENT INFORMATION TO DECISION MAKERS THROUGHOUT THE ORGANIZATION, MOVE TOWARDS MORE EFFECTIVE DECENTRALIZATION OF DECISION MAKING AND OF ORGANIZATION, MORE EFFECTIVE USE OF
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PAGE 03 PARIS 09824 05 OF 06 041632Z

PLANNING, BUDGETING AND MANAGEMENT BY OBJECTIVES, AND BETTER COORDINATION BETWEEN UNESCO AND OTHER ORGANIZA-TIONS FOR COUNTRY, REGIONAL AND INTERNATIONAL ACTIVITIES.

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PAGE 01 PARIS 09824 06 OF 06 041642Z
ACTION IO-13

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C O N F I D E N T I A L SECTION 06 OF 06 PARIS 09824

UNESCO

MAJOR ISSUES

THE MAJOR ISSUE AS INDICATED UNDER SECTION 1.B. OVERVIEW IS FOR THE US TO RESUME BEING FULL AND EFFECTIVE PARTICIPANT IN UNESCO. FAILURE OF CONGRESS THUS FAR, TO "MARK UP" FULL PAYMENT OF OUR PAST DUE OBLIGATIONS HAS CAUSED A GRAVE DETERIORATION OF US INFLUENCE AT UNESCO. THIS WILL UNDERMINE US INTERESTS FOR YEARS TO COME UNLESS REMEDIED SOON. UNLESS WE PAY OUR ARREARAGES, THIRD WORLD MODERATES WHO SUPPORT US, AND THE DIRECTOR-GENERAL, WILL CONSIDER THAT THEY HAVE BEEN LET DOWN AND MAY BE FORCED INTO THE RADICAL CAMP. OUR SUCCESSES AT THE 19TH GENERAL CONFERENCE COULD BE WIPED OUT, AND WITH THEM OUR TOTAL INVESTMENT IN EFFORT AND GOOD WILL EXPENDED OVER THE LAST TWO YEARS TO ACHIEVE THESE RESULTS PUT IN JEOPARDY. IT WOULD ALSO CONTRADICT CONSISTENT US POLICY OF ACTIVE INVOLVEMENT AND LEADERSHIP OVER PAST THIRTY YEARS AND VITIATE PRESIDENT CARTER'S PLEDGE IN HIS MESSAGE TO THE DIRECTOR-
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PAGE 02 PARIS 09824 06 OF 06 041642Z

Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009

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GENERAL OF UNESCO OF MARCH 22, 1977 IN WHICH HE SAID:

"DURING MY ADMINISTRATION, THE UNITED STATES WILL CONTINUE TO STRENGTHEN ITS COMMITMENT TO WORLD PEACE AND INTERNATIONAL COOPERATION. I AM AWARE OF UNESCO'S ROLE IN THE EFFORTS THAT HAVE BEEN MADE TOWARD ACHIEVING THESE GOALS AND OF YOUR IMPORTANT CONTRIBUTION TOWARD SOLVING THE PROBLEMS THAT HAVE ARISEN IN UNESCO. I, TOO, WANT TO STRENGTHEN THE TIES BETWEEN UNESCO AND THE UNITED STATES."
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Message Attributes

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Disposition Date: 22 May 2009
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22 May 2009
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